

**Philippine
Human
Development
Report**
2008/2009





The image of stability, solidity, and dependability that institutions project masks the myriad ills that lie beneath and that can retard human development.

Philippine Human Development Report
2008/2009

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Foreword 1

Continuing a tradition of high-caliber publications, this 6th Philippine Human Development Report provides an incisive analysis on a theme of utmost concern to the country today—*Institutions and Politics*.

Human Security and Human Development. That report was well-regarded for its depth of analysis on the root causes of conflicts and current institutional responses to, and possible alternative actions and policies to help resolve, the armed Moro and communist conflicts.

This year's PHDR dissects the theme of Institutions and Politics in the context of human development, and reflects the same depth of analysis and critical thinking. Institutions matter because "they influence norms, beliefs and actions; therefore, they shape outcomes." So it was appropriate for the PHDR to delve into critical institutions in the Philippines that include the Civil Service Commission, the Department of Budget and the Department of Education (DepEd), and key judicial and quasi-judicial agencies represented by the Office of the Ombudsman. The PHDR's analysis of these institutions seeks to explain how and why these institutions behave and perform the way they do.

Of particular note is how the report has linked the behavior and performance of the DepEd—the largest institution in the country's bureaucracy with one of the most important contributions to human development—to civil service requirements, budget allocations, and enforcement of rules. Education and literacy are integral to human development as human development is all about acquiring the most basic capabilities to lead long and healthy lives, to be knowledgeable, to have access to the resources needed for a decent standard of living, and to be able to participate in the community. By understanding these nuances and links among institutions within the Philippine bureaucracy, we can, for instance, see how the DepEd may function better and thus fulfill its mandate in the development of human capital.

This year's PHDR is expected to contribute significantly to the reshaping of institutions in the Philippines in the context of the political situation. Understanding the link between politics and institutions is integral to the way forward in transforming institutions that function for human development. And in the light of the current global economic crisis where the goal of human development is greatly challenged, the 6th PHDR will contribute immensely in the search for solutions on how institutions can effectively respond to the crisis.

I congratulate the Philippine Human Development Network and the United Nations Development Programme on the completion of this 6th PHDR. New Zealand is proud to be associated with this report, and remains committed to supporting efforts to enhance the quality and sustainability of Philippine human development.

This is the second time that the New Zealand government, through its international development agency, NZAID, has supported the preparation and production of the Philippine Human Development Report (PHDR). It provided funding in 2005 for the 5th PHDR, which focused on the theme Peace,



A handwritten signature in black ink, appearing to read "A. Matheson".

H.E. Andrew Matheson

Ambassador

Embassy of New Zealand

Foreword 2

The achievement of human development—placing people at the center of development and improvement of the quality of their lives as its core objective—drives the work of the United Nations Development Programme (UNDP) globally. The association of UNDP with human development since the concept emerged in the 1990s has carved its identity among development practitioners.

Each issue of the Human Development Report (HDR), be it the global, regional, or national report, is always anticipated for the depth of its analysis, new perspective it brings on current issues, and many times the controversy that it spurs. HDRs have consistently challenged the world to embrace the concept of human development as the overarching goal of all development work; that human development is all about “**enlarging people’s choices and enhancing human capabilities** (the range of things people can be

and do) and freedoms, enabling them to live a long and healthy life, have access to knowledge and a decent standard of living, and participate in the life of their community and decisions affecting their lives.”

In the Philippines, UNDP has partnered with the Human Development Network (HDN) in producing the Philippine Human Development Report (PHDR) since 1994. This collaboration has to date produced five reports that have tackled various themes, all related to human development, such as gender, education, employment, and peace and human security.

In this 6th edition of the PHDR, the concept of human development is applied to the issue of “*Institutions and Politics*,” a theme that is both crucial and timely to the development aspirations of the country. This topic has become the center of concern and discussion as the Philippines ponders on the road to good governance. The link between institutions and politics is the essence of governance, and the quality of governance is reflected in the interplay of institutions and politics for the public good. The role of institutions and politics in human development has been proven to be critical by the experiences of countries that have made significant leaps in human development, as measured by the Human Development Index (HDI), a major feature of every HDR, highlighting the critical importance of governance in the achievement of the Millennium Development Goals (MDG).

The 6th PHDR looks into three important institutions—the Department of Education (DepEd), the Civil Service Commission (CSC), and the Department of Budget and Management (DBM)—to help understand how these institutions influence the quality of education and human capital in the bureaucracy and resource allocation. It aims at demonstrating and providing the empirical evidence that explains the state of education, a critical factor in a nation’s development, and the dynamics behind the functioning of the bureaucracy. The PHDR theme is also timely because one of the Millennium Development Goals that the country has to exert more effort on, according to the most recent MDGs progress report, is Goal 2 on universal access to primary education.

HDRs are published to contribute to the dialogue and debate on issues affecting human development. As in previous PHDRs, this year’s edition will most certainly excite and enrich the discourse on governance in the country.

Congratulations to the HDN for another outstanding knowledge product that will contribute to the widening advocacy for human development. Likewise, our great appreciation goes to the New Zealand Agency for International Development (NZAID) for supporting the PHDR for the second time.



A handwritten signature in black ink, appearing to read 'Renaud Meyer', with a long horizontal flourish extending to the right.

Renaud Meyer
Country Director
United Nations Development Programme

Foreword 3

The Philippine Human Development Network (HDN) has been in existence for more than 15 years, growing in membership to its present size of over 150 development experts, practitioners, scholars, and stakeholders. During these years, five Philippine Human Development Reports (PHDR) have been produced, focusing on themes that are critical to realizing progress in human development: sustainable human development, gender, education, employment, and human security. Each of these Reports has gained international and national recognition for providing comprehensive and rigorous analyses of important development issues.

The theme for this 6th issue of the Philippine Human Development Report—*Institutions, Politics, and Human Development*—has allowed the HDN to tackle governance issues head on, in addition to economic ones. It was a daunting task, and arguably an assignment that was long overdue of an organization seeking to improve human development.

We began with the premise that political or government institutions mediate the relationship between resource allocations and human development. After all, policies and programs designed to advance human development emanate from and are implemented by public sector institutions. The theme chapter looks at the civil service corps, the national government budget process, and the judicial

and quasi-judicial bodies that enforce the internal rules of government. Throughout the chapter, the case of the Department of Education (DepEd) is cited to illustrate how institutional processes, rules, and norms impinge upon an agency's ability to deliver on its mandate.

The Department of Education was selected as the illustrative case for three reasons. First, the service it is tasked to deliver has been found to be directly and strongly related to human development [PHDR, 2000]. Second, by its sheer size, making up a full third of the entire government bureaucracy, it presents a good opportunity to investigate many different institutional issues that can be found in other government organizations. Third, it is an agency that is continuously the subject of reform, and its successes and failures therein provide meaningful lessons in changing how institutions work.

The Philippine Human Development Report has always been produced through close collaborative work among members and friends of the Human Development Network; this 6th edition is no different. Overall coordination was provided by Clarissa David, with Steering Committee members Emmanuel de Dios, Cynthia Rose Banzon-Bautista, and Solita Collas-Monsod. Toby Monsod, with de Dios, wrote the main theme chapter, drawing from commissioned background papers by Banzon-Bautista, Allan Bernardo, and Dina Ocampo-Cristobal (co-authors of the study featured in Chapter 2), Juan Miguel Luz, Joseph Capuno, Toby Monsod, Goeffrey Ducanes, and Emilia Boncodin. The Asia Pacific Policy Center, represented by Sharon Piza, provided the technical and statistical annexes, with updated life tables estimated by Josefina Cabigon. Full versions of all background papers are available on the HDN website (<http://www.hdn.org.ph>). Administrative and research assistance was provided by Mitzirose Legal, Maria Blesilda Corpuz, Ibarra Mateo, Hilson Garcia, and Romel Credo.

Throughout the development of this Report the team received valuable advice and guidance from many individuals and agencies. Special thanks are owed to former Civil Service Commission (CSC) Chair Karina Constantino-David for her insights shared with the HDN General Assembly in 2007 and which, in a fundamental way, motivated this Report. Our thanks also to the following: Blesilda Lodevico, Jinky Jaime, Ma. Karla Balili-Guia, Raquel Buensalida, and the Legislative Staff of the Office of Senator Mar Roxas, for

invaluable research support; former Commission on Audit (COA) Commissioner Sofronio B. Ursal, Career Executive Service Board Executive Director Ma. Anthonette V. Allones, Assistant COA Commissioner Carmela S. Perez, and COA Director Rolando S. Macale, for their time and cooperation; and Vince Lazatin of the Transparency and Accountability Network, for coming to our aid at the homestretch.

Financial management and accounting support was kindly provided by Mario Feranil and his staff at the Philippine Institute for Development Studies (PIDS). Dissemination activities planned for this Report are being implemented by PIDS, through Jennifer Liguton and Edwin Martin.

Yvonne Chua and Jenny Santillan-Santiago provided editing and proofreading services, while Eduardo Davad did the cover and layout design.

The New Zealand Agency for International Development (NZAID) and the United Nations Development Programme (UNDP) provided funding support. Activities by the HDN continue to benefit from the invaluable support of UNDP through former Resident Representative Nileema Noble and current Country Director Renaud Meyer. The tireless and generous efforts of Corazon Urquico and her staff Fe Cabral and Nerissa Sychangco at UNDP are critical to HDN's work. From NZAID, thanks are due to Patrice Tan and Imelda Benitez.

Finally, many thanks to the numerous HDN members, colleagues, and stakeholders who contributed to the contents of this Report through their participation in three workshops and numerous meetings, generously providing advice and feedback to all the contributing authors. In particular, to the members of the HDN Executive Committee: de Dios, Banzon-Bautista, Monsod, Fernando Aldaba, Winfred Villamil, Erlinda Capones, Romulo Virola, and Gelia Castillo.



A handwritten signature in black ink, appearing to read "A. Balisacan".

Arsenio M. Balisacan

President

Human Development Network

Synopsis

This Report argues that it is the institutions that structure behavior which matter deeply for whether human development advances or not. In particular, public sector institutions—the explicitly defined constitutions and laws, rules and regulations as well as the informal or internalized norms which affect the performance of government organizations or agencies.

Human capabilities are determined by the level and quality of private and public goods and services consumed. Government organizations in turn produce the public goods and services that promote human development. If the combination of informal and formal rules hampers rather than enables an agency's fulfillment of its tasks, then the quality of inputs into human development will suffer. The most important controls affecting government agencies are those that directly motivate government employees, determine the level and management of agency funds, and exact accountability.

The theme chapter discusses the civil service corps, the national government budget process, and key judicial and quasi-judicial bodies. What incentive structures drive the behavior of government employees and how are these linked to agency performance, especially in the human services sector? Does the budget enable the efficient delivery of services and motivate good government? How effective are the Civil Service Commission, the Ombudsman, and the courts as internal rule enforcers and how can they be strengthened?

Through rigorous analysis the following is shown:

- Perverse incentives in the civil service, both monetary and nonmonetary, have taken their toll on the bureaucracy, indicated by a stagnant or decreasing trend in quality at all levels of the corps. Salaries can be as much as 74 percent below comparable jobs in the private sector and are not always uniform across agencies or jobs of the same nature. The number of ad hoc bodies, presidential consultants and advisers, and political appointees to plantilla positions has been increasing in recent years, contributing further to demoralization.
- A better (or poorer) quality of bureaucracy is associated with better (or poorer) agency performance. To enable human development outcomes therefore, rules and practices that are impinging on the civil service need to be reformed or, at the very least, contained.
- The budget, on the whole, is constraining rather than enabling of government agencies. Mandatory obligations comprise more than 80 percent of the total yearly budget on average, leaving little headroom to increase spending on basic services or fund innovations. Consequently, there is an over dependence on official development assistance for critical projects and reform initiatives. This dependence, combined with weak congressional oversight, has created room for leakages and corruption.
- Weak congressional oversight is not just by practice but also by law. In fact, contrary to the 1987 Constitution, it is the Executive and not Congress that wields effective power over the purse. The President can override

Congressional budget mandates in a number of ways, such as by not releasing or delaying the release of authorized appropriations, and by using resulting “savings” and other unprogrammed, discretionary, or confidential funds at will. With savings in 2007 amounting to P117.5 billion and lump sums in the 2009 proposed national budget amounting to P224 billion, amounts involved are overwhelming.

■ The issue of partisan political appointments is fraught with serious implications, particularly when it affects the judiciary and other special offices that are meant to enforce and safeguard the rules themselves. In particular, the performance of the Civil Service Commission, the Office of the Ombudsman and the Courts has been affected in varying degrees, by the direct and indirect interference from, or circumvention of rules by, the appointing authority. Exacting public accountability will be realized only if the autonomy of enforcement bodies is protected and consistently observed.

The Department of Education (DepEd) provides an illuminating case. Weaknesses in civil service rules, budget processes, and rule enforcement mechanisms affect the delivery of a service fundamental to human development. An analysis of the history of reforms within the DepEd (in Chapter 2) details why the department has found it difficult to translate structural reforms and programmatic changes into large-scale, integrated, and sustained outcomes. Insights are offered through the prism of two illustrative cases: the partial implementation of Republic Act No. 9155 through School-based Management and the story of the country’s language policy. Among the key factors identified are the projectized nature of reform, rules emanating from other government agencies, leadership and policy continuity, and the department’s own institutional culture.

Where does one begin to effect institutional change?

For one, by updating or improving the scope and content of formal rules. Specifically, the enactment of a new Government Classification and Compensation System and Career Executive System (House Bill No. 3956 or Senate Bill No. 270), to reestablish professionalism and meritocracy in the civil service corps; a Budget Reform Act (SB 2996), Budget Impoundment Control and Regulation Act (SB 2995), and Intelligence and Oversight Act (SB 2700), to restore Congress’ power of the purse; and a Freedom of Information Act (HB 3732 or SB 109), to implement the constitutional guarantee of access by the people to information on matters of public concern. Also important to the education sector is a review of the Magna Carta for Public School Teachers, appropriate multi-year budgeting rules, and the changing of qualification standards for principals and school superintendents. The judiciary can also design and adopt for itself an independent search mechanism for qualified candidates that would do away with (or at least explicitly circumscribe) the influence of recommendations from politicians.

Second, by changing norms. There is a limit to the extent formal political rules can compensate for bad norms. Further, the rule changes outlined above are not likely to come *motu proprio* from “supply” forces such as the President or Congress. Thus the need to realign norms and beliefs—perhaps, recover some that have long been numbed by the circus of partisan politics—and encourage and support “demand” forces—movements among ordinary Filipino citizens—to step up, assert themselves, and exact change.

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Abbreviations

| | | | |
|---------------|--|---------------|---|
| ABI | Alternative Budget Initiative | DILG | Department of Interior and Local Government |
| ADB | Asian Development Bank | DND | Department of National Defense |
| AFP | Armed Forces of the Philippines | DOE | Department of Energy |
| AFMA | Agriculture and Fisheries Modernization Act | DOF | Department of Finance |
| ARMM | Autonomous Region of Muslim Mindanao | DOH | Department of Health |
| ASEC | Assistant secretary | DOJ | Department of Justice |
| AusAID | Australian Agency for International Development | DOLE | Department of Labor and Employment |
| BCDA | Bases Conversion and Development Authority | DOST | Department of Science and Technology |
| BEAM | Basic Education Assistance for Mindanao | DOT | Department of Tourism |
| BEP | Bilingual Education Policy | DOTC | Department of Transportation and Communication |
| BESRA | Basic Education Sector Reform Agenda | DPWH | Department of Public Works and Highways |
| BFAR | Bureau of Fisheries and Aquatic Resources | DSWD | Department of Social Welfare and Development |
| BIR | Bureau of Internal Revenue | DTI | Department of Trade and Industry |
| BOC | Bureau of Customs | EDCOM | Congressional Commission on Education |
| BRW | Bureau of Rural Workers | EDPITAF | Educational Project Implementation Task Force |
| BSP | Bangko Sentral ng Pilipinas | EFA | Education for All |
| CA | Court of Appeals | ERC | Energy Regulatory Commission |
| CARP | Comprehensive Agrarian Reform Program | GAA | General Appropriations Act |
| CDF | Countryside Development Fund | GCCA | Government Classification and Compensation Act |
| CES | Career Executive Service | GSIS | Government Service Insurance System |
| CESB | Career Executive Service Board | HGC | Home Guaranty Corporation |
| CESO | Career Executive Service Officer | HUDCC | Housing and Urban Development Coordinating Council |
| CHED | Commission on High Education | INSET | In-service teacher education |
| CIIP | Comprehensive and Integrated Infrastructure Program | IPO | Intellectual Property Office |
| CO | Capital outlay | IRA | Internal Revenue Allotment |
| COA | Commission on Audit | JBC | Judicial and Bar Council |
| COE | Current operating expenditures | JBIC | Japan Bank for International Cooperation |
| Comelec | Commission on Elections | LBP | Land Bank of the Philippines |
| CPBO | Congressional Planning Budget Office | LWUA | Local Water Utilities Administration |
| CSC | Civil Service Commission | MDG | Millennium Development Goals |
| DA | Department of Agriculture | MMDA | Metropolitan Manila Development Authority |
| DAR | Department of Agrarian Reform | MOOE | Maintenance and other operating expenses |
| DBCC | Development Budget Coordinating Council | MPS | Mean percentage score |
| DBM | Department of Budget and Management | MTPDP | Medium-Term Philippine Development Plan |
| DBP | Development Bank of the Philippines | MTPIP | Medium-Term Public Investment Plan |
| DECS | Department of Education, Culture, and Sports (now Department of Education or DepEd) | MWSS | Metropolitan Waterworks and Sewerage System |
| DENR | Department of Environment and Natural Resources | NAFC | National Agricultural and Fishery Council |
| DepEd | Department of Education | NAMRIA | National Mapping and Resource Information Authority |
| DFA | Department of Foreign Affairs | NAPC | National Anti-Poverty Commission |
| | | NAT | National Achievement Test |

| | | | |
|------------------|--|-----------------|--|
| NCBTS | National Competency-Based Teacher Standards | PRC | Professional Regulation Commission |
| NEC | Non-Executive Career | PS..... | Personal services |
| NEDA..... | National Economic and Development Authority | PSALM | Power Sector Assets and Liabilities Management Corporation |
| NEP | National Expenditure Program | PTCA | Parent-Teacher-Community Association |
| NFA | National Food Authority | PTV4 | People's Television 4 (now National Broadcasting Network) |
| NIA..... | National Irrigation Administration | Quedancor | Quedan and Rural Credit Guarantee Corporation |
| NICA..... | National Intelligence Coordinating Agency | RAC | Revised Administrative Code |
| NPC | National Power Corporation | RAMSE | Regional Assessment in Mathematics, Science, and English |
| NSBA | National Sample-Based Assessment | SBM | School-based management |
| NSC | National Security Council | SBMA | Subic Bay Metropolitan Authority |
| NSCB..... | National Statistical Coordination Board | SC..... | Supreme Court |
| NTA..... | National Tobacco Administration | SCAW..... | Supreme Court Appointments Watch |
| NTC | National Telecommunications Commission | SEC..... | Securities and Exchange Commission |
| ODA | Official development assistance | SONA..... | State of the Nation Address |
| OECD | Organization for Economic Cooperation and Development | SSL | Salary Standardization Law |
| OMB..... | Office of the Ombudsman | SSS..... | Social Security System |
| OP | Office of the President | SWS | Social Weather Stations |
| OPIF | Organizational Performance Indicator Framework | TAN | Transparency and Accountability Network |
| OPS | Office of the Press Secretary | TEEP | Third Elementary Education Project |
| OSP | Office of the Special Prosecutor | TESDA | Technical Education and Skills Development Authority |
| PADCC | Philippine Agricultural Development and Commercial Corporation | TIC..... | Teacher-in-charge |
| PAGC | Presidential Anti-Graft Commission | TIDC | Trade and Investment Development Corporation |
| PAGCOR..... | Philippine Amusement and Gaming Corporation | TIMSS..... | Trends in International Mathematics and Science Study |
| PC/PA | Presidential consultant/adviser | UNDP | United Nations Development Programme |
| PCA | Philippine Coconut Authority | UNESCO..... | United Nations Educational, Scientific and Cultural Organization |
| PCEG | Presidential Commission on Effective Governance | USEC..... | Undersecretary |
| PCER..... | Presidential Commission on Education Reform | WB..... | World Bank |
| PDAF | Priority Development Assistance Fund | WGI..... | World Governance Indicators |
| PDIC..... | Philippine Deposit Insurance Corporation | | |
| PESS..... | Philippine Education Sector Study | | |
| PEZA | Philippine Economic Zone Authority | | |
| PHIC..... | Philippine Health Insurance Corporation | | |
| Phil Genetics... | Philippine Genetics Incorporated | | |
| Philrice..... | Philippine Rice Research Institute | | |
| PLSBP | Principal-led School Building Program | | |
| PMS | Presidential Management Staff | | |
| PNP | Philippine National Police | | |
| PNR..... | Philippine National Railways | | |
| PPC | Philippine Postal Corporation | | |